DOCUMENT RESUME

ED 131 893 JC 770 003

TITLE	Community Education: Final Report. A Position Paper Presented to the State Board for Community College Education.
INSTITUTION	Washington State Board for Community Coll. Education, Olympia. Advisory Council on Community Coll. Planning.
PUB DATE	29 Nov 76
NOTE	18p.
EDRS PRICE	MF-$0.83 HC-$1.67 Plus Postage.
DESCRIPTORS	Adult Education; Community Colleges; *Community Education; Community Schools; Community Services; Educational Finance; Extension Education; *Institutional Role; Interagency Cooperation; *Interinstitutional Cooperation; *Junior Colleges; *School Community Relationship; Statewide Planning
IDENTIFIERS	Washington

ABSTRACT

A conceptual basis within which all sponsors of community and continuing education can cooperate is proposed in this paper. Such cooperative agencies would include community colleges, school districts, community park and recreation departments, YWCA's, YMCA's, public and private four-year institutions, vocational-technical institutes, and all other sponsors of community education. Definitions of such terms as community education, continuing education, extension, community service courses, and community schools are included. The historical perspective and contemporary demand for community education are discussed. The roles of the various sponsors of community education are outlined with gaps and overlaps in service delivery identified. Funding practices are also reviewed. The final section of this document includes numerous recommendations as to the role of the community college in the delivery of community education programs. The need for cooperative effort with other community education related agencies is particularly stressed. (Author/JDS)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED131893

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

COMMUNITY EDUCATION

Final Report

November 29, 1976

A Position Paper Presented to the
State Board for Community College Education

on December 2, 1976
by the

ADVISORY COUNCIL ON COMMUNITY COLLEGE PLANNING

JC 770 003

PREFACE

The use of the term "community education" as the broad concept upon which this paper is based is intended to promote cooperation and dialogue between community educators in the community colleges and their counterparts in the school districts, community parks and recreation departments, YMCA's, YWCA's, public and private four-year institutions, vocational-technical institutes, and all other sponsors of community education.

This paper proposes a conceptual basis within which all sponsors of community and continuing education can cooperate. We hope that through this paper more visibility will be given to continuing education, and that the concept and its component parts will be opened up to much more community college participation than has occurred so far.

This paper should not be read as an attempt to develop a community education hierarchy that would displace either continuing educators or common school community educators from their current responsibilities. It should be read as a basis for cooperative action among all who work in the area.

INTRODUCTION

The Advisory Council on Community College Planning was established by the State Board for Community College Education on October 11, 1973 to provide a source of continuing, broadly representative counsel on the major planning issues that face the community college system from time to time. Attachment I contains a current membership list.

This position paper is the first to be developed by the Advisory Council. Community education was selected as the initial topic because it is a currently active topic among educators, is a concept and/or program that is (or should be) highly visible to the general public, and there appears to be considerable interest in cooperative solutions to the problems that exist.

Community educators operate constantly on a line between traditional educational organizations and historical funding patterns on one hand, and spontaneous, very informal expressions of interest in education from the community on the other. They are a highly motivated and dedicated group. Their advice and counsel have provided the single most important source of information for the development of this paper.

DESCRIPTION OF TERMS

Perhaps the most perplexing aspect of community education as a current issue is the large number of terms used to describe the same or similar functions. It is not the intent of the Advisory Council to spark a new debate on definitions in this area--a debate that would detract from efforts to resolve some of the real program and jurisdictional differences that exist. Still, it is necessary to adopt a single set of mutually exclusive terms so that the recommendations in this paper can be understood by as many community educators and public policy-makers as possible. With that in mind, please consider the following descriptions:

A. Community Education

Meaning for Purposes of this Paper: Community education is community-centered education. It does not call for a new set of services, new staff, or new facilities. It does call for the delivery of existing services to new groups, an emphasis in addition to meeting the needs of students formally enrolled in courses of study offered primarily within the walls of existing schools and

and college campuses. Further, it calls for the development of a process through which the people of the community can better participate in the planning and use of educational services and facilities to meet identified and developing needs for community action of various kinds.

Included within the concept is the fundamental premise that public schools, colleges and universities belong to the people; that all schools should focus on the needs of the people; and that educational resources can and should be harnessed to attack and resolve community problems.

One factor that makes it difficult to define "community education" is that nearly every educational service fits within the definition. Course-related services, designed to allow students to further their academic educational goals; courses of study relating to the development of job and other working skills; and courses for the development of recreational skills of various kinds can be community education offerings. Non-course related services such as cultural events, social activities and community action projects also fit the definition.

As a consequence of the breadth of the definitions, any reader of this paper might well conclude that the definition differs little with the role and mission of community colleges generally. That is as it should be, since the distinction between community education and traditional education lies both in the range of services offered, as well as in the clientele to whom they are offered and the delivery systems through which they are presented.

Other Current Meanings: Community education is a term that is frequently used interchangeably with many of the other terms in this paper. Continuing education and community education can be seen to mean the same thing. Technically, any form of education presented in the community or to members of the community could be called community education.

Also, state law (RCW 28A.58) defines community education as "programs in the form of instructional, recreational and/or service programs on a non-credit and non-tuition basis." This is a separate and more recent state law than the Community College Act of 1967 which states, in part, that the purpose of the act is to create a new, independent system of community colleges which will "... offer thoroughly comprehensive educational, training and service programs to meet the needs of both the communities and students served by combining,

with equal emphasis, high standards of excellence in academic transfer courses; realistic and practical courses in occupational education, both graded and ungraded; community services of an educational, cultural, and recreational nature; and adult education ..." (emphasis added).

Finally, federal regulations define community education programs as an extension of existing educational programs (primarily those offered by public elementary and secondary schools) into the community to serve all age groups and special target groups not adequately served by existing programs.

Hence, the main value of the term "community education" lies in extending the concept of "education" itself beyond the traditional 8-4-4 classroom system (or more recently, the 8-4-2-2- system)—into non-traditional, new forms of education for all age groups in the population.

B. Course-Related Services

Several of the terms often used to mean community education are better defined as services that fit within the broader term. Some are course-related services; others involve services other than courses. Four that are actually course-related services are "continuing education," "extension classes," "community service courses," and "evening classes."

1. Continuing Education

Meaning for Purposes of this Paper: Continuing education is the extension of community college instructional programs, services and resources to the part-time adult student. In some cases, it is the only contact of the student with postsecondary education. In other cases, it is an opportunity to return for upgrading skills developed in other, earlier contacts. Particular emphasis is placed on meeting the needs of those students on campus during the evening, in extension centers away from the campus, and in special day programs where practical and feasible. Specifically, continuing education includes:

a. Adult basic education
b. High school completion
c. Avocational activities
d. Specialized instructional workshops and conferences (credit and non-credit)
e. Academic, occupational and community service offerings (in cooperation with other administrative units)

Other Current Meanings: Continuing education and the concept of lifelong learning are often used interchangeably. In that case, continuing education can mean any educational experience during a person's life, i.e., any form of adult-oriented education.

Also, continuing education is often used to define the school, college or university organizational unit responsible for evening and off-campus education by some institutions.

2. Extension Classes

Meaning for Purposes of this Paper: Extension classes are the offerings of four-year public and private colleges and universities, and some other educational institutions, presented away from the campus to students who are not able to take the same offerings by coming to the campus for them. As in the case of continuing education, the contact can be the first for the student or (particularly in the case of those with professional degrees) can be an important follow-up contact for the purpose of upgrading skills earned in earlier contacts.

Other Current Meanings: "Extension and public service" is a fund category in the standard chart of accounts used by most four-year colleges and universities.

3. Community Service Courses

"Community service," a traditional and statutory role of community colleges, is a standard definition in the community college Management Information System for all organized courses or activities of an avocational or recreational nature. Such courses may carry no credit, are usually those which were established to meet community avocational needs, and are typically not applicable to degrees, certificates or diplomas. Because the primary purpose of the Management Information System definition is to identify all courses that must currently be self-supporting, i.e., do not qualify for state funding, it has been of little help to those attempting to promote community education activities in the community colleges.

4. Evening Classes

"Evening classes" is a popular way of referring to any course offerings of any educational sponsor that are offered in the evening hours--either on the main campus or at other locations.

Evening courses are generally aimed at different age and learning groups than the day program, but there are exceptions so the term is not very helpful in attempting to distinguish among types of community education services.

C. Other Services

Meaning for Purposes of this Paper: Other services refers to consultative and other uses of institutional staff and resources to inform members of the community about community problems and, where appropriate, to promote special action or change of some kind.

D. Community Schools

Meaning for Purposes of this Paper: A community school is a place where community education is general concentrated.

Other Current Meanings: "Community school" is used as a designation for any sponsor of community education programs under enabling legislation. Since that legislation is directed to the Superintendent of Public Instruction, the mis-impression has developed that community education is the exclusive prerogative of the common schools in this state.

Similarly, federal regulations authorizing funds for community education programs are geared primarily to public elementary and secondary schools, though other sponsors (including local governments and community colleges) could qualify.

HISTORICAL PERSPECTIVE

One hundred and fifty years ago the lyceum concept introduced into our society the notion of self-improvement and attention to public issues for the populace as a separate form of education from that provided by formally established institutions of education. A few years later, mechanics institutes began to provide basic instruction for workers. In the latter part of the nineteenth century, the Chatauqua brought cultural enrichment and liberal arts to communities on a traveling basis.

More recently, competition for educational priorities has placed increasing emphasis on the development of the concept of community education. The Mott Foundation has contributed significantly to the development of the concept. That philanthropic group has funded a network of over 75 community education development

centers, fellowships for graduate students, institutes to upgrade and broaden the understanding of the concept, and seed monies to implement community school pilot programs in various parts of the country.

The focus has been on the development of a concept of community education that counters the "my school" notion of some educators at the state, local, district and classroom levels. It means that we should at least try to make facilities available at hours other than regular school hours. At best, it means a great deal more than that--the establishment of a community emphasis in all aspects of community education programming.

In our own state, House Bill 359 (Chapter 138, Laws of 1973) authorized community school programs of an instructional, recreational and/or service nature. As seen by the Superintendent of Public Instruction, the office to whom the authority to approve such programs is given, community education is:

--A program that involves the entire community in educational planning

--A school which coordinates community resources to answer peoples' needs

--A concept that involves all people in the process of decision-making

--A program that coordinates all resources in the community for positive change

--A movement that keeps schools open around the clock and all year with programs for all people

--An idea to use school facilities by recognized groups working toward solutions of community, educational, social and economic problems

In 1975, new federal legislation was approved for the support of community education. Implementing guidelines for that legislation call for programs which:

--Directly and substantially involve a public elementary or secondary school in program administration

--Serve a community with similar boundaries to those of the school involved in the program

--Use a specific public facility as a community center

--Extend the scope of activities and services beyond those normally offered in the facility

--Systematically and effectively identify community needs and ways to respond to them

--Cooperate with and use the resources of other agencies in the community

--Serve all age groups and other groups with special needs in the community

--Provide for active and continuous involvement on an advisory basis of other sponsors and clients of community education

Community education, then, is both an idea and a specific way of delivering educational, recreational, cultural, social, health and community development-related activities and services. It is this dual meaning that is responsible for much of the confusion and apparent lack of cooperation among the potential sponsoring agencies. If further developments in the area of community education can emphasize the broader concept and the room it leaves for participation by all potential sponsors in ways and through programs within the established roles of each agency and within its staff capabilities, then a solution to the jurisdictional problems in this area would seem to be at hand.

THE DEMAND FOR COMMUNITY EDUCATION

One of the major problems for the current emphasis on community education is the perceived need to reach out to individuals and groups in the community with special needs that have not been traditionally served. With that in mind, the only limit on the range of services to be provided and the number of people to be served within each one appears to be the availability of funds to support the services.

Community education participants are of all ages, come from all educational and cultural backgrounds and have a wide variety of personal motivations. In the community colleges, community education participants are typically adults participating in only one or two courses or activities each year at a location, cost and time convenient to their home and job responsibilities.

The following six categories (with examples) constitute the broad umbrella of community education services. Four of them ("social events," "cultural events," "recreational opportunities," and "other services") are clearly community education in nature. The other two ("enrichment skill training" and "academic course work") are community education services only when those responsible for vocational and college transfer programs develop them for, or open them for enrollment to, persons other than the job-entry or degree-bound students for which they are primarily intended and organized.

Academic Coursework	Social Events	Cultural Events
language arts	games	concerts
social studies	dances	films
science	suppers	exhibits
mathematics	picnics	lectures
economics	movies	theaters
adult basic	parties	literary
Recreational Opportunities	**Enrichment Skill Training**	**Other Services**
sports	social living	beautification
aquatic	typing	traffic
parks	woodworking	day care
playgrounds	automotive	health
outdoor	sewing	lighting
hobbies		security

Given this range of services and the fact that the proportion of our total population that is twenty-five years of age or older is growing, the question is not one of adequate demand but how much of that demand can be served and by whom.

THE SPONSORS

The Community Colleges. It is a statutory obligation of the community colleges to provide community service and adult basic education to the people they serve. In practice, that has involved the range of services defined above as "continuing education," but primarily those of a course and cultural nature. That is consistent with the existing staff capabilities of the community colleges, which run to the provision of academic course work, skill training, recreational programs and cultural events. Also, community colleges are eligible for federal community education funding and can be a valuable asset in training community education leaders.

The School Districts. The main distinction between the services offered by school districts and those offered by community colleges is the difference in the role between the two. School districts serve a different age group (with the exception of those currently sponsoring vocational-technical institutes) and have more facilities in each community, particularly in smaller communities. They do not provide services to those who desire college-credit work; they are better able to tap sources of funds; and they appear to have the best access to future state and federal support for community education.

The State Colleges and Universities. State colleges and universities concentrate primarily on (1) extending existing offerings to those who cannot come to the campus, and (2) providing various community services of a non-course nature. For example, the University of Washington provides community development consulting services to local communities on a request basis. Washington State University has a statewide system of agricultural extension programs that offer similar services to those of the community colleges.

The staff capabilities of the state colleges and universities run more to research and special areas of expertise, suggesting that off-campus offerings of programs that cannot reasonably be duplicated any other way and community consulting emphases are the proper community education contribution of these institutions.

The Private Colleges and Universities. Private universities and colleges concentrate mainly on the same areas and have the same staff capabilities as those described above for the state colleges and universities. In addition, and as an extension of their need to relate to the community in which they are located, they typically make their facilities available and provide cultural, social and recreational opportunities in ways similar to the community education programming of local school districts.

Local Government. Local government offers community education services such as recreational opportunities, social and health services. Local jurisdictions which provide services to local school districts qualify for federal support under the current regulations.

Other Service Agencies. Many public and private agencies and organizations provide services which are a direct extension of the capabilities of their staffs and facilities. They do, by practice, limit the services they offer to those that are consistent with their established role in the community. Therefore, they seldom initiate a service that competes with those of any of the other sponsors listed above.

THE GAPS AND OVERLAPS

Community/Social Services. This function is primarily by local government and other community agencies. Among educational sponsors, it is primarily those universities and colleges with established community consulting services and

those local school districts and other community schools which have adopted the community problem-solving objective of community education. Whether or not this is a gap area depends on one's perception of the extent to which public schools, colleges and universities should be agents of social change.

Social Events. The social functions of community education seem to be well-served by the YMCA, YWCA and other community organizations. Generally speaking, people will form new organizations or chapters of existing organizations as they feel the need for more social interchange than is available through existing organizations. This area, then, seems to be in balance.

Cultural Events. The cultural function of community education is served well in those communities with a major educational institution and not so well in other communities. This appears to be a gap area which could be overcome by the expanded planning and funding necessary to take existing cultural activities to the outlying areas, in addition to events offered on-campus.

Recreational Opportunities. Availability of recreational opportunities depends largely on the availability of facilities in a given community. One of the original emphases of the modern-day community education movement was to make school recreational facilities available to the community during non-school hours.

This would appear to qualify as a gap area. There is a need for further promotion and incentives to encourage schools, colleges and universities to make existing facilities and programs available to the communities in which they are located. Also, planning and active promotion is needed to extend recreational opportunities to communities without adequate existing school physical education facilities.

Enrichment Skill Training. The enrichment skill training function of community education appears to qualify as an overlap area in terms of responsibilities, but a gap area in terms of the availability of services. Regular enrichment skill training programs for adults are now available through school districts with vocational-technical institutes and through the community colleges. Since the concept of community education encourages every school and college to extend its programs beyond the regular day program, and since all look to the adults in the communities as new clients, overlap of responsibility inevitably occurs. However, until more emphasis is placed upon the carefully coordinated delivery of services by all sponsors, the opportunity continues for gaps in services in a particular community or area.

Careful coordination is needed here to be sure that services are offered in a complementary rather than competing way. Given revenue limitations for the foreseeable future, no unnecessary duplication of facilities and services in enrichment skill training can be tolerated.

Academic Coursework. The academic coursework function of community education appears to qualify as a minor overlap area. The public schools, community colleges and the public and private colleges and universities are all encouraged to present their daytime programs and facilities to evening and off-campus adult audiences. Coordination is needed here to be sure that each sponsor is serving that portion of the adult community whose needs most closely relate to the sponsor's existing role and staff capabilities.

Summary. Community/social services and social events are not available to all who want them. While most expressed needs are being met, many real needs are not being expressed clearly enough to draw a response.

More emphasis is needed from all sponsors on the development of community problem-solving skills and information. Then, the people in the community can better express their needs and help arrange for the resources to meet them.

Cultural events and recreational opportunities are in short supply, particularly in communities without existing school facilities. These aspects of community education can be aggressively promoted without danger of surplus services or of overlap in responsibilities in the foreseeable future.

Enrichment skill training and academic course work are overlap areas in terms of responsibilities. This is due in large part to the concept of community education which encourages each school district, vocational-technical institute, community college, and private and public college and university to make regular programs and facilities available to what is essentially the same adult public.

FUNDING PRACTICES

Community education services are supported by a variety of funding arrangements. A detailed description of the specific differences in funding practices among the several educational sponsors is beyond the scope of this paper. However, the differences that do exist are the source of some interinstitutional conflict and resentment--particularly with regard to the role of the state as a funder of community education.

RECOMMENDATIONS

THE CONCLUSIONS REACHED IN THIS PAPER ARE INTENDED TO BE IMPLEMENTED ONLY WITH CAREFUL CONSIDERATION OF LOCAL AND OTHER CONTINGENCIES

1. Community colleges should be encouraged to accept as the goal of community education the provision by all participating sponsors of a coordinated array of community services, social and cultural events, recreational opportunities, enrichment skill training courses and academic coursework to each community of the state through a carefully coordinated community plan in which each sponsor concentrates on those peoples' needs and program areas that best complement its established educational role.

2. The State Board for Community College Education should emphasize the need for local coordination of community education programs and should actively encourage each community college district to take an active part in the coordination of services among all sponsors and in the delivery of the community college portion of those services.

3. Community colleges should be assigned primary responsibility for coordinating community education offerings of an academic coursework nature (including adult basic education and high school completion), and for coordinating community education offerings of an enrichment skill training nature in community college districts other than those containing a vocational-technical institute. In the latter case, community colleges and vocational-technical institutes should share responsibility for coordinating community education offerings of an enrichment skill training nature.

4. The State Board for Community College Education should aggressively promote the use of community college district physical education, art, music and drama facilities for recreational opportunities and cultural events and should promote and seek funding support to take college music, drama, art and recreational programs to outlying areas.

5. Community colleges should join with local community organizations to sponsor community social events and should join with four-year public and private colleges and universities, school district-sponsored community schools and

other local, state and federal agencies to provide other services (see page 5 for a definition of other services).

However, more emphasis is needed by all sponsors, including community colleges, to promote community discussion of social issues, to develop problem identification and solving skills, and to promote citizen participation in educational planning and other elements of community life.

6. Community education should be an emphasis in state and district-level community college planning for 1979-85.

7. Each community college should be encouraged to promote a comprehensive community education plan for the population and geographic area included within the boundaries of the district.

   The plan should include an assessment of the demand for each of the six community education services, done by valid survey techniques, plus an assessment of that portion of the demand now being served by each sponsor that does, or would under current funding conditions, provide service in that community.

   Assumptions about demand cannot be held static. To the extent possible, they should be continually updated. Student feedback, through follow-up studies or some other survey approach, can provide important information about why "community education" students attend community college courses and events and about how well they feel their needs are being met.

8. The State Board for Community College Education should actively petition the Superintendent of Public Instruction, the Legislature, Congress and the Department of Health, Education and Welfare for an interpretation of community education consistent with this position paper and the recommendations contained in it.

9. The State Board for Community College Education should encourage adoption of a single state-support and fee guideline for all community education offerings (except those offered under contractual agreements) of all publicly-supported sponsors. The guideline should be written to assure that a unit of service provided by one state-supported sponsor receives the same support as a unit of service offered by another.

MEMBERSHIP

ADVISORY COUNCIL ON COMMUNITY COLLEGE PLANNING

Mrs. Anita Jones, Chairperson	Representative of the General Public
Mr. Andrew J. Young	Representative of the State Board for Community College Education (resigned Spring 1976)
Mrs. Jean Ludwick	Representative of the State Board for Community College Education
Mrs. Jean Bakke	Representative of the State Board for Community College Education
Dr. Melvin Lindbloom	President, Green River Community College (District No. 10)
Dr. William Steward	President, Wenatchee Valley College (District No. 15)
Mr. William Kennelly	Trustee, Green River Community College (District No. 10)
Mrs. Alma Galbreath	Trustee, Big Bend Community College (District No. 18) (resigned spring 1976)
Ms. Charlotte Chalker	Trustee, Fort Steilacoom Community College (District No. 11)
Mr. David Karber	Faculty Member, Everett Community College (District No. 5)
Mr. Dick Cargill	Faculty Member, Yakima Valley College (District No. 16) (resigned spring 1976)
Mr. Keith Biever	Faculty Member, Bellevue Community College (District No. 8)
Mr. Les Conley	Student, Seattle Central Community College (District No. 6) (resigned spring 1976)
Mr. Stan Dalka	Student, Bellevue Community College (District No. 8) (resigned fall 1976)
Ms. Denise Fuchs	Student, Spokane Falls Community College (District No. 17)
Mr. Robert Batson	Student, Shoreline Community College (District No. 7)
Dr. William Chance	Representative from the Council for Postsecondary Education
Mrs. Eileen Kalles	Representative from the State Board of Education

Dr. Eugene Weigman	Representative from the Association of Independent Colleges and Universities
Dr. Charles McCann	President, The Evergreen State College
Mr. Arthur Binnie	Representative from the Commission for Vocational Education
Mr. Lou Stewart	Representative from the Washington State Labor Council
Mr. Larry Wells	Representative from Business
Mr. Kirby Johnson	Representative from Agriculture (resigned fall 1976)
Mr. John Mundt	Director, State Board for Community College Education
Mr. Roger Bassett	Assistant Director, Planning, State Board for Community College Education

UNIVERSITY OF CALIF.
LOS ANGELES

JAN 14 1977

CLEARINGHOUSE FOR
JUNIOR COLLEGES